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Briefing Report to the Chairman,
Committee on Post Office and Civil
Service, House of Representatives

July 1987

PERSONNEL PRACTICES

Detailing of Federal Employees to the White House



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General Government Division

B-224033

July 22, 1987

The Honorable William D. Ford
Chairman, Committee on Post Office
and Civil Service
House of Representatives

Dear Mr. Chairman:

Your letter of May 21, 1986, forwarded a request by the Chairwoman, Subcommittee on Civil Service, and the Chairman, Subcommittee on Human Resources, that we review the detailing of federal employees to the White House. The chairpersons were concerned that while the number of White House employees had reportedly been diminishing, there was evidence that the White House staff was being increasingly augmented by employees detailed from other agencies. They asked that we examine detailing activities over the previous 6 years, with particular attention to the detailing of Schedule C employees. These employees are excepted from competitive appointment procedures because of their policymaking role or their confidential working relationship with the agency head or other top appointed agency officials.

In subsequent discussions with the Subcommittee offices, it was agreed that our report would be limited to detailees from the 12 Cabinet-level departments, excluding the Department of Defense.

BACKGROUND

A detail is the temporary assignment of an employee away from his or her regular duties for a specified period. Under principles of appropriations law, federal employees may not be detailed away from their agencies to any other agency on a nonreimbursable basis, except in the limited circumstances when the details will aid the lending agencies in accomplishing a purpose for which they received appropriations.

There is, however, a statutory exception to the above requirements for employee details to the White House. Under this exception, which was provided by Public Law 95-570, dated November 2, 1978, employees can be detailed to five

specified offices of the White House on a nonreimbursable basis for up to 180 calendar days in a fiscal year. Those offices are the White House Office, the Executive Residence at the White House, the Office of the Vice President, the Office of Policy Development, and the Office of Administration. The lending agencies must be reimbursed for such details extending beyond 180 calendar days during the fiscal year when the detailees are performing White House functions. In addition, the law requires the President to report annually to Congress the number of employees detailed to the White House over 30 days and the reimbursements made to agencies for employees detailed more than 180 days each fiscal year.

OBJECTIVE, SCOPE, AND METHODOLOGY

Our objective was to determine the extent and manner in which Schedule C and other employees of the 12 departments were detailed to the White House over the past 6 years. At the time we initiated the review, 1985 was the most recent year for which the annual report to Congress on employee details was available. Therefore, our review covered details during fiscal years 1980 to 1985.

We reviewed White House records on agency detailees and examined reports to Congress showing the number and length of employee details. To test the accuracy and completeness of the reports, we selected the reports prepared for the White House Office--the White House unit that reported the greatest number of detailees. We selected a random sample of listed detailees and compared certain data elements from the reports with information in the detailees' files at the White House Office of Personnel. We also selected a random sample of detailees' files and located those detailees in the reports. We found no discrepancies; however, our tests would not have identified any detailees for whom files were not maintained. We then visited the personnel offices of the 12 departments to review their records on detailees to the White House and identify any detailees not included in the White House reports. We did not verify the accuracy or completeness of agency records. We also discussed detailing activities with officials at the White House and the 12 departments.

We examined all Official Personnel Folders available at the agencies on Schedule C detailees to obtain information on the circumstances of their appointments. However, in most cases, the folders were not available because the detailees were no longer employed by the agencies involved.

We also reviewed records of the Executive Office of the President's Office of Financial Management to determine if reimbursements were made for all detailees over 180 days who were performing White House functions.

Our audit work, which took place from July 1986 through July 1987, was done in accordance with generally accepted government auditing standards.

UNDERREPORTING OF NUMBER OF DETAILEES

Our analysis of records and discussions with officials at the White House and the 12 departments showed that the Presidents' annual reports to Congress have underreported the number of detailees to the five White House units each fiscal year, particularly for fiscal years 1982 and later. The following table shows the extent of the underreporting of detailees from the 12 departments.

	Fiscal years						Total ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	169	208	93	109	95	105	518
Number of detailees at the White House over 30 days	149	182	86	104	85	100	484
Number of detailees at the White House over 30 days reported to Congress	142	168	44	52	45	41	359
Number of detailees at the White House over 180 days	48	7	31	54	52	63	182
Number of detailees at the White House over 180 days reported to Congress	45	6	9	22	26	30	109

^aThe totals represent all individuals identified by the departments and/or the White House as detailed during the 6-year period. Some individuals served during more than one year but are counted only once.

In some cases, we could not determine where the unreported detailees were assigned at the White House. However, in many cases (72 of the 125 unreported detailees over 30 days and 47 of the 73 unreported detailees over 180 days), we found the

detailees were assigned to the Office of Presidential Personnel, a component of the White House Office.

Officials of the Office of Administration told us the functions of the Office of Presidential Personnel were traditionally performed by the agencies concerned but were centralized in the White House by the current administration. They stated that because of this, the employees were considered furthering the mission of their agencies and thus not subject to the reporting and reimbursement requirements of Public Law 95-570. They added that the White House had not budgeted funds for these employees.

We believe the President's annual reports should have included such employees detailed for more than 30 days. The requirement to report arises without reference to the duties performed or to the payment of reimbursement. All employees detailed to the five components enumerated in Public Law 95-570 are detailed under the authority of that law. Thus, the failure to report the employees detailed to the White House and working in the Office of Presidential Personnel is a violation of section 3a of Public Law 95-570 (3 U.S.C. 113).

If an employee detailed to the Office of Presidential Personnel is spending all or most of the time working on personnel issues involving the agency from which detailed, he or she would be exempt from the 180-day reimbursement requirement. If, however, the detailee's time is spent on general personnel issues or on personnel issues not involving the agency, the reimbursement requirement would apply. We do not believe that the centralization of personnel processing for presidential appointments is sufficient to confer a blanket exemption from the reimbursement requirements for all employees detailed to the Office of Presidential Personnel. Thus the failure to reimburse the affected agencies is a violation of section 3a of Public Law 95-570 (3 U.S.C. 112).

We discussed this matter with officials of the White House Office of Administration. They agreed that, in most cases, the detailees assigned to the Office of Presidential Personnel were not performing duties related to the mission of their agencies and were subject to the reporting and reimbursement requirements of Public Law 95-570. They said future reports to Congress will include these detailees where appropriate. However, they also maintained that an unspecified number of detailees to that office were performing agency functions. They provided no documentation to support this contention, nor did they identify the specific detailees to whom they referred. Unless the White

House documents that any such detailees are furthering the mission of their agencies, we believe all detailees to the Office of Presidential Personnel must be reported and reimbursements made as appropriate under Public Law 95-570.

AGENCY REIMBURSEMENTS NOT
CORRECTLY REPORTED

The annual reports to Congress required by Public Law 95-570 have been misleading because they included as reimbursements funds obligated but not expended. Most federal agencies did not submit bills for their detailees over 180 days. Officials in the White House Office of Administration told us they estimated the reimbursements due for 180-day detailees and obligated funds for the estimated amounts. However, we found that the annual reports included the obligated funds along with actual reimbursements made as reimbursements.

For fiscal years 1982¹ through 1985, the reports showed \$1,543,560 as reimbursements made to agencies for detailees when actually only \$661,013 was paid, for a difference of \$882,547.

The following table shows the difference by fiscal years:

<u>Fiscal year</u>	<u>Payments reported</u>	<u>Actual payments</u>	<u>Differences</u>
1982	\$ 128,450	\$ -0-	\$128,450
1983	321,232	163,771	157,461
1984	551,606	244,776	306,830
1985	<u>542,272</u>	<u>252,466</u>	<u>289,806</u>
Total	\$1,543,560	\$661,013	\$882,547

DEPARTMENT PRACTICES ON
DETAILING EMPLOYEES TO
THE WHITE HOUSE

Our findings on the practices followed by each of the 12 departments in detailing employees to the White House are discussed in appendixes I to XII. Two practices that were widespread are summarized below.

¹Records supporting the fiscal year 1980 and 1981 reports were not available.

Inappropriate use of Schedule C
hiring authority

Officials at 11 of the departments (all but Commerce) acknowledged to us that to comply with White House requests, the departments had used the Schedule C appointment authority to hire individuals exclusively for details to the White House. We noted many instances in all the departments, including Commerce, where Schedule C employee appointment dates were the same, or shortly before, the dates the employees were detailed to the White House. In some cases, the detailees were already at the White House when the Schedule C appointments were made.

Although there are no specific statutory prohibitions against detailing Schedule C employees to the White House or any agency other than the one to which the individual was appointed, we believe the use of the Schedule C hiring authority to hire a person exclusively for a detail to the White House is an inappropriate use of that authority. The purpose of the Schedule C authority is to facilitate the employment of policymakers and confidential assistants in the agency for which the position is established. This purpose is frustrated when positions are created within agencies solely for the White House's use.

Departments not billing the
White House for employees
detailed over 180 days

Except for certain Foreign Service Officers for whom the State Department is required by law to be reimbursed in full, none of the departments were routinely billing the White House for their employees detailed over 180 days in a fiscal year.

Reasons given for the nonbilling included not being aware of the reimbursement requirements in the law, belief that it was the White House's responsibility to initiate reimbursement actions, and, in some cases, insistence that the employees were furthering the mission of the agency. However, White House officials told us the inclusion of detailees in the reports to Congress was an acknowledgment that they were performing White House, not agency, work. Moreover, as previously discussed, the White House Office of Administration agreed that most agency employees assigned to the Office of Presidential Personnel were also detailees and should have been reported and reimbursements made when the details exceeded 180 days.

After discussing the issue of nonbilling with officials of all the departments, five advised us that they planned to start billing or were considering billing the White House for detailees assigned more than 180 days.

As requested by the Subcommittee offices, we did not obtain official comments from the 12 departments or the White House on this report. However, we discussed our work with department and White House officials and incorporated their comments, as appropriate, in the report. Also, as arranged with the Subcommittee representatives, we are providing a copy of the report to Congressman Fortney H. (Pete) Stark, who also asked us about the detailing of federal employees to the White House. Otherwise, we plan no further distribution until 30 days from the date of this report, unless you or the Subcommittee chairpersons publicly announce its contents earlier. At that time we will send it to interested parties and make copies available to others upon request. If you have questions, please contact me at 275-6204.

Sincerely yours,


Rosslyn S. Kleeman
Senior Associate Director

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DETAILS OF DEPARTMENT OF AGRICULTURE
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Agriculture and/or White House records show employee details during fiscal years 1980 to 1985 as follows:

	<u>Fiscal years</u>						<u>Total</u> ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	16	27	7	12	9	11	54 ^b
Number of detailees at the White House over 30 days	14	25	7	12	9	10	52 ^b
Number of detailees over 30 days reported to Congress by the White House	14	24	5	9	7	7	47 ^c
Number of detailees at the White House over 180 days	8	0	3	6	6	7	22 ^c
Number of detailees over 180 days reported to Congress by the White House	8	0	1	4	4	5	19 ^d

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes seven individuals who were also detailed from other agencies during the period.

^cIncludes six individuals who were also detailed from other agencies during the period.

^dIncludes five individuals who were also detailed from other agencies during the period.

The five detailees over 30 days the White House did not report worked in the Office of Presidential Personnel as did the three detailees over 180 days the White House did not report.

DETAILING OF
SCHEDULE C APPOINTEES

Twenty-one of the 54 detailees were Schedule C appointees. Five of the Schedule C detailees were placed on Agriculture's payroll and detailed to the White House on the same day or 1 day after receiving their Schedule C appointments. Two others received Schedule C appointments about 2 weeks before their details. In 10 cases, the detailees were at the White House for periods ranging from 3 days to 9 months before receiving their Agriculture Schedule C appointments. In three cases, the employees held Schedule C appointments at Agriculture for 8 months to 1 year before being detailed to the White House. Information was not available on the Schedule C appointment date for one detailee.

Agriculture officials acknowledged to us they had, at the direction of the White House, hired employees solely for details to the White House by using the Schedule C hiring authority.

Official Personnel Folders for the Schedule C detailees were not readily available at Agriculture. However, other documents we reviewed confirmed this practice. For example, we found that on April 26, 1985, the White House Personnel Officer requested Agriculture to place a specified individual on its payroll as a GS-13 to be detailed to the White House as Deputy Assistant for Advance Administration in the Office of the Vice President. The detailee was given a Schedule C GS-13 appointment as Confidential Assistant to the Administrator of the Foreign Agricultural Service but performed no duties for Agriculture.

BILLING PRACTICES

Agriculture's Director of Personnel said the Department did not bill the White House for employees detailed over 180 days on the presumption that the White House would not have asked for detailees if it had the funds to hire the employees directly. Also, he said that Agriculture, as part of the executive branch, is obligated to support the White House when it needs staff.

White House records indicate that Agriculture billed the White House for detailees during fiscal years 1979 and 1980. Agriculture officials were not aware of these billings and stated that perhaps the current administration was not familiar with the billing requirements.

After we discussed our findings with Department officials, the Special Assistant to the Secretary wrote the Deputy Assistant to the President for Management and Administration on February 3,

1987, stating that Agriculture would establish a tracking system to identify its detailees at the White House over 180 days. On April 13, 1987, the Special Assistant to the Secretary notified the White House that two detailees were approaching the 180 days reimbursement threshold.

Detailees to the White House Shown by Agriculture Records
Fiscal Years 1980 - 1985

Detailees identified by Agriculture	Position and grade	Sched C	Date of Sched C appt	Dates of detail per Agriculture	Dates of detail per White House	WH report as detailee
1	GS-14 Confidential Asst. to Administrator FAS	Yes	8/19/81	Unknown	4/8/81 - 9/8/81	Yes--OVP
2	GS-14 Confidential Asst. to Administrator FAS	Yes	4/19/81	Various times from 4/81-4/83	10/1/82 - 3/11/83	Yes--OVP
3	GS-13 Confidential Asst. to Administrator FAS	Yes	6/23/85	6/23/85 - present	5/11/85 - 9/30/85	Yes--OVP

FAS = Foreign Agricultural Service
OVP = Office of Vice President

Detailees to the White House not identified by Agriculture
Fiscal Years 1980 to 1985

Employee	Sched C	Date of Sched C appt	Dates of detail	
1	Yes	10/7/79	8/21/79 - 1/20/81	
2	Yes	FY 1979	9/7/79 - 1/5/81	
3	No		11/26/79 - 5/10/80	
4	No		2/4/80 - 1/20/81	
5	No		2/11/80 - 2/25/80	
6	No		2/21/80 - 6/20/80	
7	No		3/9/80 - 1/10/81	
8	No		3/9/80 - 12/13/80	
9	No		3/9/80 - 9/20/80	
10	No		3/16/80 - 1/10/81	
11	No		4/1/80 - 1/20/81	
12	No		4/7/80 - 6/13/80	
13	No		6/16/80 - 8/8/80	
14	No		7/13/80 - 10/4/80	
15	No		8/11/80 - 9/30/80	
16	No		9/21/80 - 1/20/81	
17	No		10/6/80 - 10/7/80	
18	No		10/8/80 - 1/20/81	
19	No		11/26/80 - 1/20/81	
20	No		12/8/80 - 1/20/81	
21	No		12/8/80 - 1/20/81	
22	No		12/8/80 - 1/20/81	
23	No		12/8/80 - 1/20/81	
24	No		12/8/80 - 1/20/81	
25	No		2/6/81 - 7/29/81	
26	No		2/23/81 - 7/28/81	
27	No		3/8/81 - 8/1/81	
28	No		3/9/81 - 8/2/81	
29	Yes	4/16/81	4/6/81 - 9/4/81	
30	No		6/8/81 - 8/14/81	
31	Yes	10/2/81	8/11/81 - 1/29/82	
32	No		8/23/81 - 1/23/82	
33	No		10/5/81 - 12/4/81	
34	Yes	1/25/81	10/5/81 - 12/4/81	
35	No		3/14/82 - 11/12/82	
36	No		4/26/82 - 6/11/83	Also detailed during this period from HUD.
37	Yes	9/24/82	10/1/82 - 6/24/83	
38	Yes	6/26/83	10/1/82 - 2/1/86	
39	Yes	10/19/81	11/3/82 - 6/11/83	Also detailed during this period from HUD.
40	Yes	6/23/83	6/24/83 - 4/17/85	
41	Yes	8/21/83	8/8/83 - 3/23/84	
42	Yes	8/15/83	8/15/83 - 12/28/84	
43	Yes	8/24/83	8/24/83 - 9/1/84	Also detailed during this period from Energy.
44	Yes	6/1/83	6/18/84 - 8/9/85	Also detailed during this period from DOT.
45	Yes	7/8/84	6/27/84 - 5/31/85	
46	Yes	1/7/85	1/7/85 - 1/17/86	

Agriculture officials stated records on detailees were generally incomplete. In some cases, they said the employees had worked for Agriculture, but available records did not show they had ever been detailed to the White House.

Agriculture detailees to White House not identified by either
the White House or the Department of Agriculture

Employee	Sched C	Date of Sched C appt	Dates of detail
1	Yes	8/25/83	4/27/81 - 10/22/84 a_/
2	Yes	6/3/85	3/29/82 - present
3	No		5/16/83 - 6/30/83
4	Yes	1/6/85	12/3/84 - 12/8/85
5	No		1/24/85 - 4/9/85

a_/ Detailed to White House from Department of Education from 4/27/81
to 11/28/81 and ACTION from 5/31/83 to 8/21/83. The detail from Agriculture
coincided with Agriculture Schedule C appointment date of 8/25/83.

DETAILS OF DEPARTMENT OF COMMERCE
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Commerce and/or White House records show employee details during fiscal years 1980 to 1985 as follows:

	Fiscal years						Total ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	15	16	4	8	7	10	43 ^b
Number of detailees at the White House over 30 days	13	16	4	8	6	8	40 ^b
Number of detailees over 30 days reported to Congress by the White House	12	13	1	5	2	2	30 ^c
Number of detailees at the White House over 180 days	3	0	2	4	4	6	12 ^c
Number of detailees over 180 days reported to Congress by the White House	2	0	0	2	1	2	6 ^d

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes three individuals who were also detailed from other agencies during the period.

^cIncludes two individuals who were also detailed from other agencies during the period.

^dIncludes one individual who was also detailed from another agency during the period.

Nine of the 10 detailees over 30 days the White House did not report worked in the following offices:

Presidential Personnel	7
Policy Development	2

We could not determine where the one remaining detailee over 30 days worked at the White House. The six detailees over 180 days the White House did not report worked in the Office of Presidential Personnel (4) and the Office of Policy Development (2).

DETAILING OF SCHEDULE C
APPOINTEES

Twenty of the 43 Commerce detailees were Schedule C appointees. No Official Personnel Folders were available at Commerce to show the circumstances of these details, and Commerce officials declined to comment on whether they had hired employees solely for details to the White House. However, we noted that the Schedule C appointment dates and the detail dates were the same for four of the detailees and that five other detailees had been at the White House for periods ranging from 1 week to 6 months before receiving their Commerce Schedule C appointments. Seven detailees held Commerce Schedule C appointments for 2 to 13 months before being detailed to the White House. Appointment dates were not available for four of the detailees.

According to White House reports to Congress, 30 Commerce employees were detailed for more than 30 days during fiscal years 1980 through 1985. In addition, records show 10 Commerce detailees over 30 days were not reported. However, Commerce told us only eight employees were detailed during the same period.

Commerce's Director of Personnel discussed the discrepancy between the White House and Commerce information in a letter to us of June 19, 1987. The letter stated:

"The Schedule C's not reported to you earlier are not on detail. They are performing duties which are both consistent with their official position descriptions and which further the mission of the Department of Commerce. When an employee is assigned to work at the White House office, Department management determines whether the employee will be performing duties which further the mission of the Department and which are consistent with his/her official position description. This is based on the duties the White House indicates will be performed. The Department personnel office does not look behind that management judgment. Thus, the only documentation of duties being performed is the employee's position description. When management determines that duties different from the position description or not directly furthering the Department's

mission are being performed, the employee is a detailee; otherwise he/she is not." (Emphasis added.)

Thus, the Commerce position is that the employees were furthering Commerce's mission during their assignments at the White House rather than performing White House work. However, White House officials told us the reports to Congress included only detailees who were performing White House functions and not furthering Commerce's mission. Of the remaining 10 employees, Commerce acknowledged that 4 were detailees performing White House work, i.e., they were among the 8 detailees recognized by Commerce, and the White House told us the other 6 were detailees who should have been reported.

BILLING PRACTICES

Although Commerce had 12 employees detailed for over 180 days, it did not bill the White House. When asked why billings were not made, Commerce's Deputy Director of Personnel told us, "You don't bill the boss."

Detailees to the White House Shown by Commerce Records
Fiscal Year 1980 - 1985

Detailees identified by Commerce	Position, grade	Sched C	Date of Sched C appt	Dates of detail per Commerce	Dates of detail per White House	WH report as detailee	Reason not reported
1	Financial Analyst GS-14	No		11/4/83 - 3/3/84		No	Information not available
2	Staff Asst GS-8	Yes	12/3/84	3/21/85 - 3/20/87		No	Assigned to OPP
3	Special Asst GS-12	Yes	10/4/81	7/7/82 - 6/11/83	11/3/82 - 5/9/83	Yes - WHO	
4	Secretary GS-10	No		4/6/81 - 7/30/86		No	a /
5	Attorney Advisor GS-15	No		7/24/79 - 7/23/80		No	a /
6	Clerk GS-5	No		1/14/80 - 2/26/80	1/14/80 - 2/28/80	Yes - WHO	
7	Editorial Asst GS-6	No		11/18/79 - 3/19/80	11/18/79 - 5/17/80	Yes - WHO	
8	Dep Asst Sec- Cong Affrs, GS-17	No		1/15/79 - 4/30/80	1/15/79 - 2/2/80	Yes - WHO	

WHO = White House Office

OPP = Office of Presidential Personnel

a / The White House Office of Administration identified these two employees as having been assigned to the Office of Policy Development (OPD). The OPD did not report them.

Detailees to the White House Not Identified by Commerce
Fiscal Years 1980 to 1985

Employee	Sched C	Date of Sched C appt	Dates of detail
1	Yes	6/15/80	12/20/79 - 1/20/81
2	No		4/14/80 - 7/18/80
3	Yes	a_/	4/27/80 - 9/16/80
4	No		5/1/80 - 1/20/81
5	No		5/5/80 - 6/28/80
6	No		5/14/80 - 6/10/80
7	No		5/19/80 - 9/30/80
8	Yes	6/8/80	6/1/80 - 1/20/81
9	No		8/3/80 - 1/20/81
10	No		8/3/80 - 9/10/80
11	No		9/15/80 - 12/28/80
12	No		10/20/80 - 1/20/81
13	Yes	a_/	10/28/80 - 12/23/80
14	No		12/1/80 - 1/20/81
15	Yes	8/9/81	2/8/81 - 8/3/81
16	No		2/8/81 - 6/4/81
17	No		2/8/81 - 4/29/81
18	Yes	6/13/82	2/8/81 - 8/2/81
19	No		2/23/81 - 4/24/81
20	Yes	8/4/81	10/5/81 - 12/4/81
21	Yes	a_/	10/4/82 - 12/4/82
22	Yes	3/4/82	11/3/82 - 1/7/84
23	Yes	11/28/82	11/28/82 - 5/9/83
24	Yes	5/30/82	4/6/83 - 9/30/83
25	No		1/4/84 - 6/30/84
26	Yes	1/9/84	1/9/84 - 5/10/86
27	Yes	9/2/84	9/2/84 - 5/31/85
28	No		3/4/85 - 3/30/85
29	Yes	1/5/86	9/15/85 - 8/2/86

Also detailed during this period from DOT.

Commerce did not recognize any of these employees as being detailed to the White House.

a_/ Information not available.

Commerce Detailees to the White House Not Identified by Either
the White House or the Department of Commerce.

Employee	Sched C	Date of Sched C appt	Dates of detail
1	Yes	11/15/81	8/3/81 - 1/3/83
2	Yes	11/14/81	8/4/81 - 1/30/82
3	Yes	12/13/81	1/3/83 - 8/3/85
4	Yes	8/21/83	12/19/83 - 4/17/85
5	Yes	4/11/85	4/11/85 - present
6	Yes	a_ /	8/26/85 - 1/24/86

a_ / Information not available.

DETAILS OF DEPARTMENT OF EDUCATION
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Education and/or White House records show employee details during fiscal years 1980 to 1985 as follows.

	<u>Fiscal years</u>						<u>Total</u> ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	0	11	7	4	7	8	28 ^b
Number of detailees at the White House over 30 days	0	9	7	4	6	8	26 ^b
Number of detailees over 30 days reported to Congress by the White House	0	8	2	2	3	2	16 ^b
Number of detailees at the White House over 180 days	0	1	1	2	3	5	8 ^c
Number of detailees over 180 days reported to Congress by the White House	0	1	0	0	1	2	4 ^c

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes two individuals who were also detailed from other agencies during the period.

^cIncludes one individual who was also detailed from another agency during the period.

The 10 detailees over 30 days the White House did not report worked in the Office of Presidential Personnel as did the four detailees over 180 days the White House did not report.

DETAILING OF SCHEDULE C
APPOINTEES

Twelve of the 28 Education detailees were Schedule C appointees. Of the 13 Schedule C appointments, 1 was made the same day the appointee was detailed to the White House, and nine others were made after the employees were at the White House for periods ranging from 2 weeks to 7 months. In three cases, the employees had Education Schedule C appointments from 1 month to over a year before their details to the White House.

Department of Education officials told us that at the direction of the White House, they have used the Schedule C authority to establish positions solely for details to the White House and promoted these employees.

Our review of one available Official Personnel Folder and other files confirmed these practices. For example:

Example 1

On October 21, 1981, the Department of Education established a GS-8 Schedule C position for a Confidential Assistant to the Director, Office of Bilingual Education and Minority Language Affairs. The individual for whom the position was requested was already detailed to the White House Office of Presidential Personnel from the same organization since March 1981, under a GS-7 temporary appointment.

In April 1982, the White House directed that the detailee be promoted to GS-9, on the basis that she had been in a position of greater responsibility since March. The White House also pointed out that she had been performing at the GS-8 level since March 1981 but had not been promoted until October 1981 because of her temporary appointment. Education promoted her from GS-8 to GS-9 on April 18, 1982 with less than 1 year at the lower grade, which is the requirement for career employees. Schedule C employees are not subject to these time-in-grade restrictions. Education promoted her again from GS-9 to GS-10 on October 16, 1983.

Example 2

On February 10, 1982, the Department of Education requested and OPM later approved six new Schedule C positions; five were described as located in the Office of the Deputy Under Secretary for Management and one in the Office of the Deputy Under Secretary for Intergovernmental and Interagency Affairs. Immediately upon their appointment, the six employees were detailed to the White House. All six were already working at the

White House when the Education Schedule C appointments were made. One of these positions was a confidential assistant GS-11 in the Office of Management. The individual appointed to this position had been working at the White House in an Education GS-11 Schedule C position since September 24, 1981, as a Special Assistant in the Presidential Personnel Information Center. The White House described her duties as performing a variety of assignments of a close and confidential nature for an Associate Director of Presidential Personnel, including handling a large amount of material pertaining to the screening and hiring of Schedule C candidates for the Administration.

BILLING PRACTICES

Eight Department of Education employees were detailed to the White House for more than 180 days during fiscal years 1980 to 1985, but Education did not bill the White House. Education does bill other agencies for detailees. Education officials told us they will bill the White House if so directed by the Office of Management and Budget (OMB).

In a February 11, 1987, letter to us, Education stated that four of their employees working at the White House were considered "on assignment or agency support to the corresponding White House staff" and not on detail or subject to the reimbursement provisions of P.L. 95-570. However, we found that three of these employees were Schedule Cs working in the Office of Presidential Personnel. One of the three was a Deputy Associate Director in that Office. The fourth was a career employee working in the Office of the Vice President.

Detailees to the White House Shown by Education Records
Fiscal Years 1980 - 1985

Detailees identified by Education	Position, grade	Sched C	Date of Sched C appt.	Dates of detail per Education	Dates of detail per White House	WH reported as detailee	Reason not reported
1	Confidential Asst GS-12	Yes	9/6/83	7/29/85 - present		No	assigned to OPP
2	GS-14	Yes	11/16/83	10/3/83 - unk.	10/3/83 - 8/18/84	Yes - WHO	
3	GS-11	Yes	10/26/84	10/15/84 - unk.	10/15/84 - 7/31/86	Yes - WHO	
4	GS-11	Yes	5/1/84	5/1/84 - unk.	4/30/84 - 10/12/85	Yes - WHO	
5 a /		No			8/8/83 - 10/8/83	Yes - OA	
6	Conf. Asst., GS-10	Yes	10/21/81	3/31/81 - 3/31/85	2/25/81 - 8/26/81	Yes - WHO	
7	Conf. Asst., GS-11	Yes	10/21/81	6/8/81 - 11/28/86	6/8/81 - 8/11/81	Yes - WHO	

a / The Department did not have records for this detailee; however, officials stated there was an "institutional knowledge that he was detailed."

WHO = White House Office

OPP = Office of Presidential Personnel

OA = Office of Administration

UNK. = Ending detail dates not known

Detailees to the White House Not Identified by Education
Fiscal years 1980 TO 1985

Employee	Sched C	Date of Sched C appt.	Dates of Detail
1	No		2/8/81 - 7/28/81
2	No		2/8/81 - 7/8/81
3	No		2/16/81 - 7/31/81
4	No		3/2/81 - 3/26/81
5	No		3/30/81 - 5/30/81
6	No		4/8/81 - 6/13/81
7	Yes	10/4/81	4/27/81 - 7/31/81
8	No		9/7/81 - 9/27/81
9	No		10/6/81 - 1/22/82
10	No		3/21/82 - 9/4/82
11	Yes	9/12/82	5/2/83 - 9/30/83
12	No		1/9/84 - 2/24/84

Education officials could not verify the White House details for these employees.

Education Detailees to White House Not Identified by Either
the White House or the Department of Education

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	Yes	9/28/81	8/25/81 - 1/30/82
2	No		12/10/81 - 1/18/82
3	Yes	6/13/82	2/1/82 - 9/23/84
4	No		4/5/82 - 8/6/82
5	Yes	8/23/82	8/2/82 - 9/30/85
6	No		7/2/84 - 3/9/85
7	Yes	11/9/84	10/10/84 - 7/12/85
8	No		1/15/85 - 7/5/85
9	Yes	4/14/85	4/1/85 - 6/18/86

DETAILS OF DEPARTMENT OF ENERGY
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Energy and/or White House records show employee details during fiscal years 1980 to 1985 as follows:

	<u>Fiscal years</u>						<u>Total</u> ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	26	27	8	6	5	8	54 ^b
Number of detailees at the White House over 30 days	21	21	8	6	4	8	51 ^b
Number of detailees over 30 days reported to Congress by the White House	23	23	7	4	2	4	47 ^c
Number of detailees at the White House over 180 days	6	1	3	4	4	4	16 ^c
Number of detailees over 180 days reported to Congress by the White House	6	1	3	3	2	2	13 ^d

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes seven individuals who were also detailed from other agencies during the period.

^cIncludes six individuals who were also detailed from other agencies during the period.

^dIncludes five individuals who were also detailed from other agencies during this period.

The four detailees over 30 days the White House did not report worked in the Office of Presidential Personnel as did the three detailees over 180 days the White House did not report.

DETAILING OF
SCHEDULE C APPOINTEES

Twenty-one of the 54 Energy detailees were Schedule C appointees. Five of the Schedule C detailees were placed on Energy's payroll and detailed to the White House on the same day or 1 day after their Schedule C appointments, and one other was detailed 2 days before the appointment. In six cases, the employees had been at the White House for periods ranging from 1 month to over a year before receiving their Energy Schedule C appointments. Two detailees held Energy Schedule C appointments for over a year before being detailed to the White House. Appointment dates were not available for seven of the detailees.

Energy's Director of Personnel acknowledged to us the Department had hired some Schedule C employees solely for assignments to the White House. He also stated that Energy has received telephone calls from the White House saying "pick up this person by Friday; it's their 179th day." (Officials at the White House contend that when a detailee changes agencies, the 180-day nonreimbursement period begins again, and reimbursement is required only when a detailee is employed by the same agency for more than 180 days in a fiscal year. We do not agree with this interpretation of the statute.)

Official Personnel Folders for three Schedule C detailees were available at Energy. The following example, although not necessarily indicative of Energy's use of the Schedule C hiring authority, illustrates how Energy hired a detailee already assigned exclusively to the White House.

In May 1983, this individual began working in the White House correspondence unit as a Department of Agriculture Schedule C employee detailed to the White House Office of Intergovernmental Affairs. In August 1984, while still at the White House, she was placed on Justice's payroll as a Schedule C employee and detailed to the White House Office of the Counselor to the President. In March 1985, after the Counselor to the President was named Attorney General, she accompanied him to the Department of Justice for about 3 months and returned to the White House on June 6, 1985. On June 16, 1985, she was appointed to an Energy Schedule C position as a Staff Assistant to an Assistant Secretary, but remained at the White House. The White House reported her detail dates as June 17, 1985, to September 30, 1985.

BILLING PRACTICES

Energy's Director of Personnel stated the Department does not bill the White House for detailees. Energy's position is that the White House knows who is there and from which agencies and should initiate any reimbursement actions.

Detailees to the White House Shown by Energy Records
Fiscal Years 1980 - 1985

Detailees identified by Energy	Position, grade, office	Schedule C	Date of Sched C appt.	Dates of detail per Energy	Dates of detail per White House	White House report as detailee	Reason not reported
1	Staff Assistant GS-12 OS	Yes	12/13/81	9/13/81 - 4/3/82	3/19/81 - 11/5/82	Yes-WHO	
2	Staff Assistant GS-11 Pub.Aff.	Yes	9/26/82	9/26/82 - 10/21/83	10/1/82 - 10/24/83	Yes-WHO	
3	Staff Assistant GS-11 OS	Yes	1/16/84	1/16/84 - 8/17/85	1/16/84 - 8/16/85	Yes-WHO	
4	Staff Assistant GM-14 Cong. Aff.	Yes	FY 1979	3/17/77 - 11/3/79	1/9/80 - 9/6/80	Yes-WHO	
5	Staff Assistant GS-9 OS	Yes	7/24/83	6/27/83 - 6/2/85	1/4/84 - 5/31/85	Yes-WHO	
6	Secretary GS-10 O DepSec	Yes	6/16/85	6/16/85 - unav.	6/17/85 - 9/30/85	Yes-OVP	
7	Staff Assistant GS-12 OS	Yes	8/1/82	8/1/82 - 4/30/83	2/21/82 - 4/30/83	Yes-WHO	
8	Secretary GS-10	Yes	7/24/83	5/25/83 - Present		No	assigned to OPP
9	Secretary GS-10	Yes	9/18/83	3/1/85 - Present		No	assigned to OPP

WHO = White House Office
 OPP = Office of Presidential Personnel
 OS = Office of the Secretary
 OVP = Office of the Vice President

Detailees to the White House Not Identified by Energy
Fiscal Years 1980 TO 1985

Employee	Sched C	Date of Sched C Appt.	Dates of detail	
1	No		9/23/79 - 4/11/80	
2	No		10/8/79 - 7/11/80	
3	No		10/12/79 - 3/28/80	
4	No		12/18/79 - 4/18/80	
5	No		1/22/80 - 4/30/80	
6	No		2/25/80 - 1/20/81	
7	No		3/17/80 - 1/20/81	
8	No		3/31/80 - 5/23/80	
9	No		4/1/80 - 1/20/81	Also detailed during this period from Agriculture.
10	No		4/1/80 - 7/12/80	
11	No		4/28/80 - 5/30/80	
12	No		5/4/80 - 11/3/80	
13	No		5/14/80 - 8/29/80	
14	No		5/14/80 - 11/11/80	
15	No		5/14/80 - 1/20/81	
16	No		6/9/80 - 8/29/80	
17	No		6/9/80 - 1/20/81	
18	No		6/24/80 - 1/20/81	
19	No		6/29/80 - 12/27/80	
20	No		8/13/80 - 10/18/80	
21	No		8/18/80 - 11/12/80	
22	No		8/25/80 - 1/10/81	
23	No		9/15/80 - 1/20/81	
24	No		9/21/80 - 11/20/80	
25	No		9/21/80 - 11/22/80	
26	No		11/12/80 - 11/30/80	
27	No		11/12/80 - 1/20/81	
28	Yes	6/28/81	1/21/81 - 2/13/81	
29	Yes	a_ /	2/8/81 - 4/7/81	
30	Yes	a_ /	2/8/81 - 5/29/81	
31	Yes	a_ /	2/8/81 - 5/29/81	
32	No		2/8/81 - 3/20/81	
33	No		2/23/81 - 4/20/81	
34	No		3/13/81 - 6/17/81	
35	No		3/16/81 - 3/31/81	
36	No		6/15/81 - 9/28/81	
37	Yes	9/20/81	8/23/81 - 1/23/82	
38	Yes	*(1)	10/5/81 - 12/4/81	
39	No		10/14/81 - 1/12/82	
40	Yes	*(1)	1/31/82 - 4/9/83	
41	Yes	4/4/82	4/2/82 - 6/11/83	Also detailed during this period from Treasury.
42	Yes	*(1)	4/11/82 - 6/11/83	Also detailed during this period from Treasury.
43	Yes	10/8/86	3/15/85 - 5/31/85	

a_ / Although Energy recognized these individuals as Energy employees,
they could not verify their details to the White House.

Energy Detailees to the White House Not Identified by Either
the White House or the Department of Energy

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	Yes	4/4/82	4/5/82 - 1/3/85
2	Yes	10/30/83	12/3/84 - 4/12/85

DETAILS OF DEPARTMENT OF HEALTH AND HUMAN SERVICES
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Health and Human Services (HHS) and/or White House records show employee details during fiscal years 1980 to 1985 as follows:

	<u>Fiscal years</u>						<u>Total</u> ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	18	33	19	18	13	12	74 ^b
Number of detailees at the White House over 30 days	18	27	17	16	10	12	69 ^b
Number of detailees over 30 days reported to Congress by the White House	18	24	7	8	5	4	49 ^c
Number of detailees at the White House over 180 days	5	1	5	9	6	9	25 ^c
Number of detailees over 180 days reported to Congress by the White House	5	1	2	2	1	4	13 ^d

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes four individuals who were also detailed from other agencies during the period.

^cIncludes three individuals who were also detailed from other agencies during the period.

^dIncludes two individuals who were also detailed from other agencies during the period.

Sixteen of the 20 detailees over 30 days the White House did not report worked in the following offices:

Presidential Personnel	6
Office of Vice President	1
Office of Policy Development	1
Other units of the White House Office	8

A specific office could not be identified for the remaining four detailees over 30 days.

The 12 detailees over 180 days the White House did not report worked in the following offices:

Presidential Personnel	5
Office of Policy Development	1
Other units of the White House Office	3
No specific office identified	3

DETAILING OF SCHEDULE C APPOINTEES

Forty-five of the 74 HHS detailees were Schedule C appointees. Fourteen of the Schedule C detailees were placed on HHS' payroll and detailed to the White House on the same day of their Schedule C appointments, and 2 others were detailed shortly before their appointments. In 10 cases, the detailees had been at the White House for periods ranging from 1 month to over a year before receiving their HHS Schedule C appointments. Seven employees held HHS Schedule C appointments for 1 month to over a year before being detailed to the White House. Appointment dates were not available for 13 of the detailees.

HHS officials acknowledged to us they had, at the direction of the White House, hired Schedule C employees solely for details to the White House and made Schedule C positions available to comply with the White House's requests for detailees.

Official Personnel Folders for the detailees were not available for review at HHS.

BILLING PRACTICES

Although HHS employees were detailed to the White House for more than 180 days during fiscal years 1980 to 1985, HHS did not bill the White House for reimbursement. HHS officials said they were unaware that the agency could seek reimbursement from the White House for the services of detailed employees.

HHS officials said they knew of one detailee for whom reimbursement had been made under a special agreement with the White House. However, they could not provide any further information on the specifics of this agreement.

According to HHS' Assistant Secretary for Personnel Administration, 15 HHS employees worked with the White House Conference on Aging. Thus, he said these employees were furthering the mission of the agency and were exempt from the reimbursement requirements. However, the White House included these employees as detailees in its reports to Congress. White House officials informed us that the reports included only detailees who were not performing agency functions, thereby indicating that they were performing White House duties.

HHS officials told us they have contacted the White House to seek reimbursement for HHS detailees.

Detailees to the White House Shown by Health and Human Services Records
Fiscal Years 1980 - 1985

Detailees identified by HHS	Grade, Office	Schedule C	Date of Sched C appt.	Dates of detail per HHS	Dates of detail per White House	White House report as detaillee	Reason not reported
1	GS-15, OS	Yes	1/24/82	7/24/83 - 11/15/85		No	assigned to OPP
2	GS-8, OS	Yes	10/2/84	9/4/84 - 6/14/85		No	assigned to OPP
3	GS-6, OS	Yes	5/10/84	6/9/84 - 6/7/85	4/11/84 - 6/7/85	Yes - WHO	
4	GS-11, OS	Yes	8/30/82	8/29/82 - Present		No	b /
5	GS-11, OS	Yes	7/26/81	7/26/81 - 12/31/81		No	b /
6	GS-9, OS	Yes	a /	8/7/83 - 10/15/83	01-01-83 - 10-7-83	Yes - WHO	
7	GS-10, OS	Yes	a /	9/20/81 - 1/9/82		No	information not available
8	GS-9, OS	Yes	a /	11/1/81 - 6/30/82		No	assigned to OPP
9	GS-8, OS	Yes	7/3/83	7/3/83 - 1/27/84	6/6/83 - 1/27/84	Yes - WHO	
10	GS-9, OS	Yes	a /	4/27/81 - 4/26/82	4/27/81 - 6/11/83	Yes - WHO	
11	GS-10, OHS	Yes	4/7/85	4/7/85 - Present		No	c /
12	GS-10, OS	Yes	3/8/81	2/8/81 - 2/1/82	3/8/81 - 4/5/81	Yes - WHO	
13	GS-11, OS	Yes	3/11/82	3/11/82 - 8/3/82	3/11/82 - 2/19/83	Yes - WHO	
14	GM-15, FHS	Yes	8/30/81	11/15/82 - 8/31/85		No	information not available
15	GS-9, OS	Yes	12/27/81	9/14/81 - 9/3/83		No	information not available
16	GS-7, OS	Yes	10/11/83	9/12/83 - 7/30/84		No	assigned to OPP
17	GS-7, OS	Yes	8/30/82	8/30/82 - 6/1/83		No	information not available
18	GS-8, OS	Yes	a /	1/11/82 - 2/20/82		No	b /
19	GS-9, OS	Yes	7/2/84	7/2/84 - 5/20/85	7/2/84 - 5/10/85	Yes - WHO	
20	GS-9, OS	Yes	a /	2/17/81 - 7/16/81	2/17/81 - 9/5/81	Yes - WHO	
21	GS-11, OS	Yes	2/1/82	2/1/82 - 6/2/84	10/1/82 - 10/10/83	Yes - WHO	
22	GS-9, OS	Yes	a /	3/22/81 - 7/21/81		No	b /
23	GS-7, FSA	Yes	7/28/86	4/7/85 - Present		No	b /
24	GS-9, OS	Yes	a /	3/2/82 - 8/29/82		No	b /
25	GS-12, OS	Yes	2/8/81	2/8/81 - 2/4/84	2/8/81 - 8/3/81	Yes - WHO	

Detailees to the White House Shown by Health and Human Services Records
Fiscal Years 1980 - 1985

Detailees identified by HHS	Grade, Office	Schedule C	Date of Sched C appt.	Dates of detail per HHS	Dates of detail per White House	White House report as detailee	Reason not reported
26	GS-11, OS	Yes	a /	6/20/81 - 2/12/82	2/8/81 - 8/3/81	Yes - WHO	
27	GS-6, OS	Yes	8/2/82	8/1/82 - 4/15/83	2/25/82 - 4/15/83	Yes - WHO	
28	GS-10, OS	Yes	10/6/83	9/6/83 - 4/28/85	9/6/83 - 4/27/85	Yes - WHO	
29	GS-7, OS	Yes	a /	3/23/81 - 7/22/81		No	b /
30	GS-8, OS	Yes	a /	2/8/81 - 8/27/81	2/8/81 - 8/3/81	Yes - WHO	
31	GS-10, OS	Yes	a /	3/8/81 - 5/31/81	3/9/81 - 5/30/81	Yes - WHO	
32	GS-11	Yes	6/13/82	6/13/82 - Present		No	d /
33	GS-15, OS	Yes	7/22/82	6/8/81 - 8/19/85	2/8/81 - 3/8/81	Yes - WHO	
34	GS-14, OS	Yes	4/23/82	4/23/82 - 5/14/83		No	b /
35	GS-6, OS	Yes	a /	3/8/81 - 7/7/81	3/19/81 - 8/16/81	Yes - WHO	

WHO = White House Office
OPP = Office of Presidential Personnel

OS = Office of the Secretary
OHDS = Office of Human Development Services
PHS = Public Health Service
FSA = Family Support Administration

a / Information not available

b / Although these employees are not on the Master Listing of Detailees obtained from the White House Office of Administration, the White House subsequently identified them as being assigned to various units of the White House Office (WHO).

c / The White House Office of Administration identified this employee as having been assigned to the Office of Vice President (OVP). The OVP did not report this employee.

d / The White House Office of Administration identified this employee as having been assigned to the Office of Policy Development (OPD). The OPD did not report this employee.

Detailees to the White House Not Identified by Health and Human Services
Fiscal Years 1980 TO 1985

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	No		7/3/79 - 3/8/80
2	No		10/1/79 - 4/26/80
3	No		10/22/79 - 2/6/80
4	No		12/3/79 - 1/20/81
5	Yes	7/13/80	12/18/79 - 3/8/80
6	Yes	4/22/79	1/15/80 - 11/21/80
7	No		1/16/80 - 8/8/80
8	Yes	9/23/79	1/21/80 - 7/19/80
9	No		2/21/80 - 1/20/81
10	No		3/16/80 - 6/14/80
11	No		4/6/80 - 9/30/80
12	No		5/1/80 - 9/6/80
13	No		6/2/80 - 1/10/81
14	No		6/16/80 - 12/31/80
15	No		7/13/80 - 10/4/80
16	Yes	7/13/80	7/13/80 - 12/28/80
17	Yes	7/21/80	7/21/80 - 1/20/81
18	No		8/10/80 - 10/4/80
19	No		10/1/80 - 1/20/81
20	No		10/1/80 - 1/20/81
21	Yes	10/19/80	10/19/80 - 1/20/81
22	Yes	12/9/80	12/9/80 - 1/20/81
23	No		2/8/81 - 4/3/81
24	No		2/8/81 - 4/29/81
25	No		2/17/81 - 5/30/81
26	No		4/27/81 - 3/26/82
27	No		7/26/81 - 8/30/81
28	Yes	12/7/81	8/23/81 - 1/23/82
29	No		10/5/81 - 10/16/81
30	Yes	5/31/81	10/19/81 - 12/4/81
31	No		11/4/81 - 11/30/81
32	No		4/12/82 - 12/8/82
33	No		7/12/82 - 1/8/83
34	Yes	5/30/82	12/15/82 - 1/15/83
35	No		4/25/83 - 6/11/83
36	No		11/14/83 - 3/31/84
37	No		1/1/85 - 9/30/85

HHS maintains 15 of these employees were working on agency matters while at the White House. The White House reported them as detailees. For the other 22, HHS could not verify their White House details.

Health and Human Services Detailees to White House Not Identified by Either
the White House or the Department of Health and Human Services

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	No		4/1/83 - 8/26/83
2	Yes	5/4/83	10/24/84 - 3/1/85

DETAILS OF DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Housing and Urban Development (HUD) and/or White House records show employee details during fiscal years 1980 to 1985, as follows:

	<u>Fiscal years</u>						<u>Total</u> ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	16	23	16	15	16	11	63 ^b
Number of detailees at the White House over 30 days	13	19	15	15	15	11	58 ^b
Number of detailees over 30 days reported to Congress by the White House	12	16	7	5	7	2	37 ^b
Number of detailees at the White House over 180 days	5	1	6	8	7	6	26 ^c
Number of detailees over 180 days reported to Congress by the White House	4	1	1	4	3	2	12 ^c

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes five individuals who were also detailed from other agencies during the period.

^cIncludes three individuals who were also detailed from other agencies during the period.

Eighteen of the 21 detailees over 30 days the White House did not report worked in the following offices:

Presidential Personnel	11
Private Sector Initiatives	5
Public Liaison	2

A specific office could not be identified for the remaining three detailees over 30 days.

Eleven of the 14 detailees over 180 days the White House did not report worked in the following offices:

Presidential Personnel	8
Private Sector Initiatives	2
Public Liaison	1

We could not determine where the other three detailees over 180 days worked.

DETAILING OF SCHEDULE C EMPLOYEES

Fifty-four of the 63 HUD detailees were Schedule C appointees.

Appointment dates were available for 36 of the Schedule C detailees. In 21 cases, the Schedule C appointment dates and the White House detail dates were the same; two other appointments were made 1 and 2 days before the White House details. In eight cases, the employees were at the White House from 3 weeks to 4 months before their HUD Schedule C appointments, and four employees were detailed to the White House from 4 months to 1 year after their HUD Schedule C appointments.

HUD officials acknowledged to us they had, at the direction of the White House, hired Schedule C employees solely for details to the White House and promoted those same employees.

Official Personnel Folders were available at HUD for four of the Schedule C detailees. These files confirmed the officials' statements. For example:

Example 1

On August 9, 1985, the White House Personnel Officer directed HUD to place a specific individual on HUD's payroll for a detail to the White House. On August 23, the individual was

appointed to a Schedule C, GS-9 Administrative Assistant position, and on the same day detailed to the White House.

At the direction of the White House the Secretary of HUD approved a "waiver of time in grade" and promoted the detailee, after about 11 months on the job, from GS-9 to GS-10.

Example 2

On October 4, 1982, the Secretary of HUD approved a "hiring freeze exception" for this individual and put her on the payroll as a 30-day emergency appointment to be detailed concurrently to the Office of Presidential Personnel. The detailee's Official Personnel Folder did not contain any explanation of the "emergency" that led to the 30-day appointment.

On October 31, 1982, the Secretary of HUD approved another hiring freeze exception for this individual and appointed her to a Schedule C, GS-8, Staff Assistant position.

BILLING PRACTICES

HUD officials said HUD had never billed the White House for detailees. However, we found that HUD had billed the White House for detailees in fiscal years 1979 and 1980. HUD officials were unaware of these earlier billings. They said they would bill the White House if so instructed by OMB.

Detailees to the White House Shown by Housing and Urban Development Records
Fiscal Years 1980 - 1985

Detailees Identified by HUD	Grade, office	Schedule C	Date of Sched C appt.	Dates of detail per HUD	Dates of detail per White House	White House report as detaillee	Reason not reported
1	GS-12 Office of A/S for CPD	Yes	6/16/85	6/16/85 - indefinite		No	assigned to OPP
2	GS-9 Office of A/S for PD&R	Yes	10/31/82 a_/	10/4/82 - indefinite		No	assigned to OPP
3	GS-10 GNMA	Yes	8/23/85	8/23/85 - indefinite		No	assigned to OPP
4	GS-13 Secy's Office	Yes	3/4/84	3/4/84 - 7/18/86		No	assigned to PSI
5	GS-11 Under Secy's Ofc	Yes	7/2/84	7/2/84 - 1/3/87	7/2/84 - 10/30/86	Yes - WHO	
6	GS-11 Office of A/S for Housing	Yes	4/1/85	4/1/85 - 6/22/86		No	assigned to OPP
7	GS-8 OGC	Yes	7/29/85	7/29/85 - 10/26/86		No	assigned to PSI
8	GS-7 GNMA	Yes	4/23/84	4/23/84 - 8/17/85		No	assigned to OPP
9	GS-11 DUSIR	Yes	4/1/85	4/1/85 - 10/27/85	4/1/85 - 10/26/85	Yes - WHO	
10	GS-13 CPD	Yes	11/19/84	11/19/84 - 2/12/85	4/27/81 - 6/11/83	Yes - WHO	
11	GS-7 CPD	Yes	b_/	2/5/84 - 9/30/84	2/5/84 - 9/29/84	Yes - WHO	
12	GS-10 OGC	Yes	7/12/83	6/13/83 - 5/14/85	6/13/83 - 5/30/84	Yes - WHO	
13	GS-11 Office of A/S for Housing	Yes	3/1/84	3/1/84 - 3/15/85		No	assigned to OPP
14	GS-10 DUSIR	Yes	9/4/83	8/1/83 - 2/12/85		No	assigned to OPP
15	GS-11 Under Secy's Ofc	Yes	4/24/83	4/24/83 - 2/3/84		No	assigned to PSI
16	GS-9 Office of A/S for Housing	Yes	10/19/81	9/20/81 - 1/21/84		No	assigned to OPP
17	GS-9 Under Secy's Ofc	Yes	b_/	2/17/84 - 6/29/84	2/17/84 - 6/29/84	Yes - WHO	
18	GS-11 Secy's Office	Yes	5/29/83	5/9/83 - 1/8/84	11/3/82 - 1/7/84	Yes - WHO	
19	GS-7 CPD	Yes	b_/	1/9/84 - 1/13/84	1/9/84 - 1/13/84	Yes - WHO	
20	GS-13 DUSIR	Yes	b_/	4/22/83 - 8/5/83		No	assigned to OPP

Detailees to the White House Shown by Housing and Urban Development Records
Fiscal Years 1980 - 1985

Detailees identified by HUD	Grade, office	Schedule C	Date of Sched C appt.	Dates of detail per HUD	Dates of detail per White House	White House report as detailee	Reason not reported
21	GS-9 GWMA	Yes	4/9/83	3/10/83 - 1/12/84		No	assigned to OPP
22	GS-11 CPD	Yes	10/26/81	10/2/81 - 4/16/83		No	information not available
23	GS-11 OGC	Yes	4/26/82	4/26/82 - 5/28/83	4/26/82 - 6/11/83	Yes - WHO	
24	GS-9 OGC	Yes	b_/	5/29/83 - 6/12/83	11/3/82 - 6/11/83	Yes - WHO	
25	GS-12 DUSIR	Yes	6/1/82	6/1/82 - 3/23/83		No	assigned to OPL
26	GS-9 NCDC	Yes	8/22/82	8/23/82 - 1/8/83		No	assigned to OPP/OPL
27	GS-12 Secy's Office	Yes	2/14/82	11/29/81 - 2/5/83		No	assigned to PSI
28	GS-15 Secy's Office	Yes	b_/	10/5/81 - 3/8/82	10/28/81 - 2/2/82	Yes - WHO	
29	GS-12 Office of A/S for Housing	Yes	7/29/81	2/8/82 - 3/8/82		No	assigned to PSI
30	OGC	Yes	b_/	2/26/82 - 4/24/82	3/8/82 - 4/23/82	Yes - WHO	
31	GS-11 DUSIR	Yes	6/1/81	6/1/81 - 5/14/82		No	assigned to OPL
32	GS-14 Secy's Office	Yes	9/18/81	9/20/81 - 4/10/82	4/11/82 - 4/30/83	Yes - WHO c_/	
33	GS-7 Secy's Office	Yes	9/20/81	9/20/81 - 11/22/81	9/20/81 - 11/22/81	Yes - WHO	
34	NCDC	Yes	8/9/81	8/9/81 - 2/12/82	6/20/81 - 2/12/82	Yes - WHO	
35	GS-9 NCDC	Yes	b_/	6/8/81 - 9/19/81	7/29/81 - 8/26/81	Yes - WHO	
36	GS-13 Secy's Office	Yes	b_/	2/17/81 - 11/14/81	2/17/81 - 8/6/81	Yes - WHO	
37	GS-13 Secy's Office	Yes	b_/	3/5/81 - 8/30/81	8/23/81 - 1/23/82	Yes - WHO d_/	
38	GS-9 Secy's Office	Yes	b_/	3/81 - 8/4/81	3/5/81 - 7/31/81	Yes - WHO	
39	GS-14 Secy's Office	Yes	b_/	3/5/81 - 6/13/81	3/5/81 - 5/30/81	Yes - WHO	
40	GS-9 Secy's Office	Yes	6/14/81	2/18/81 - 5/30/81	2/20/81 - 5/30/81	Yes - WHO	

Detailees to the White House Shown by Housing and Urban Development Records
Fiscal Years 1980 - 1985

Detailees identified by HUD	Grade, office	Schedule C	Date of Sched C appt.	Dates of detail per HUD	Dates of detail per White House	White House report as detailee	Reason not reported
41	GS-13 Secy's Office	Yes	8/9/81	4/20/81 - 5/14/82		No	information not available
42	GS-15 Secy's Office	Yes	b_/	2/20/81 - 3/14/81	2/20/81 - 3/14/81	Yes - WHO	
43	GS-12 Secy's Office	Yes	b_/	11/18/80 - 1/13/81	11/18/80 - 1/20/81	Yes - WHO	
44	GS-15 Secy's Office	Yes	b_/	11/14/80 - 1/20/81	11/10/80 - 1/20/81	Yes - WHO	
45	GS-14 Secy's Office	Yes	b_/	11/12/80 - 1/8/81	11/12/80 - 1/20/81	Yes - WHO	
46	GS-15 Secy's Office	Yes	5/20/79	5/20/79 - 1/9/81		No	information not available
47	GS-15 LIR	Yes	9/24/78	9/24/78 - 1/23/81	4/2/79 - 2/2/80	Yes - WHO	
48	Information not available	Yes	8/24/80		8/24/80 - 1/20/81	Yes - WHO	
49	Information not available	Yes	3/9/80		3/9/80 - 1/20/81	Yes - WHO	
50	Information not available	Yes	3/9/80		3/9/80 - 1/20/81	Yes - WHO	
51	Information not available	Yes	b_/		10/22/79 - 8/9/80	Yes - WHO	

WHO = White House Office
 OPP = Office of Presidential Personnel
 PSI = Office of Private Sector Initiatives
 OPL = Office of Public Liaison

A/S for CPD = Assistant Secretary for Community Planning and Development
 A/S for PD&R = Assistant Secretary for Policy Development and Research
 GNMA = Government National Mortgage Association
 A/S for Hsg = Assistant Secretary for Housing

OGC = Office of General Counsel
 DUSIR = Deputy Under Secretary for Field Coordination
 NCDC = New Community Development Corporation
 LIR = Legislative and Intergovernmental Relations

a_/ Records from Detailee No. 2's Official Personnel Folder (OPF) indicate that she was given a 30-day emergency appointment effective 10/3/82. This appointment was not to exceed 11/2/82 and was approved by the Secretary of HUD as an exception to the hiring freeze. On 10/31/82 Detailee No. 2 was given a Schedule C appointment.

b_/ Information not available
 c_/ Detailee No. 32 was reported by the White House as being from DOD/DO*.
 d_/ Detailee No. 37 was reported by the White House as being from Agriculture.

Detailees to the White House Not Identified by Housing and Urban Development Records
Fiscal Years 1980 TO 1985

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	a_ /		7/23/79 - 1/23/80
2	a_ /		11/12/79 - 9/6/80
3	No		2/25/80 - 5/22/80
4	No		4/7/80 - 1/19/81
5	No		5/9/80 - 12/31/80
6	No		5/28/80 - 1/20/81
7	a_ /		6/23/80 - 8/25/80
8	No		9/2/80 - 8/7/81
9	Yes	9/24/79	9/11/80 - 9/30/80
10	Yes	3/23/80	9/15/80 - 1/20/81
11	Yes	6/1/81	10/5/81 - 12/4/81
12	Yes	b_ /	11/9/81 - 12/9/81

Records were not available to verify these HUD employees' details to the White House.

a_ / Cannot determine from available records if employee was Schedule C.
b_ / Information not available

DETAILS OF DEPARTMENT OF THE INTERIOR
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Interior and/or White House records show employee details during fiscal years 1980 to 1985 as follows:

	<u>Fiscal years</u>						<u>Total</u> ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	20	23	6	9	7	5	53 ^b
Number of detailees at the White House over 30 days	16	17	3	9	5	5	46 ^b
Number of detailees over 30 days reported to Congress by the White House	16	17	3	5	5	3	40 ^b
Number of detailees at the White House over 180 days	2	2	0	5	3	3	15 ^b
Number of detailees over 180 days reported to Congress by the White House	2	2	0	2	3	2	11 ^b

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes four individuals who were also detailed from other agencies during the period.

Five of the six detailees over 30 days the White House did not report worked in the following offices:

Presidential Personnel	3
Public Liaison	2

We could not determine where the remaining detailee over 30 days was assigned. Two of the four detailees over 180 days the White House did not report worked in the Office of Presidential Personnel and one worked in the Office of Public Liaison. We

could not determine where the remaining detailee over 180 days was assigned.

DETAILING OF
SCHEDULE C APPOINTEES

Eighteen of the 53 Interior detailees were Schedule C appointees. Three of the Schedule C detailees were placed on Interior's payroll and detailed to the White House on the same day of their Schedule C appointments, and one was detailed 2 days after the appointment. One Schedule C employee was appointed 1 day after the White House detail began and, in three cases, the detailees had been at the White House for periods ranging from 2 weeks to 8 months before receiving their Interior Schedule C appointments. Ten detailees held Interior Schedule C appointments for 5 weeks to over a year before being detailed to the White House.

Interior's Principal Deputy Assistant Secretary for Policy, Budget, and Administration and the Director of Personnel told us that all 18 Schedule C detailees were hired exclusively for assignment to the White House.

Two Official Personnel Folders for Schedule C detailees were available at Interior. Although not necessarily representative of Interior's Schedule C appointments, the circumstances in one of these appointments illustrates an inappropriate use of the Schedule C authority and Interior officials' misrepresentations in hiring and promoting a Schedule C detailee.

All personnel actions and position descriptions for this Schedule C employee stated she was performing duties for an Assistant Secretary or his immediate office at Interior. However, White House records show she was detailed to the Office of Presidential Personnel concurrent with her Schedule C appointment at Interior and currently holds the title of Associate Director of that office. She performed no duties at Interior.

On February 26, 1981, the individual was appointed as a GS-9 Confidential Assistant to the Assistant Secretary of Interior for Territorial and International Affairs. The position description submitted to OPM stated the incumbent's primary function was to devise ways and means of relieving the Assistant Secretary in every possible way and personally handle many matters without referring them to him. She was to be able to do this because of personal knowledge of his views and anticipated plans and policies of the Department. She was also to confer daily with the Assistant Secretary in planning the work of the office,

reminding him of appointments, commitments, matters that need his attention, etc.

On July 23, 1981, the detailee was promoted to GS-11. Her new position description again said she worked for the Assistant Secretary for Territorial and International Affairs. This position description also stated she was responsible for keeping abreast of the political situations in Guam, American Samoa, the Virgin Islands, and the Trust Territories of the Pacific Islands.

On March 31, 1985, the detailee was promoted two grades from GS-11 to GS-13. The justification for the waiver of time in grade and qualifications requirements described the detailee's duties as being performed for the Office of the Interior's Assistant Secretary, Territorial and International Affairs.

The justification stated:

"at the present time she holds the position of Special Assistant, GS-301-11, Office of the Assistant Secretary--Territorial and International Affairs. In this position, Ms. (detailee) handles a wide variety of highly confidential and complex assignments ranging from preparation of speeches and press releases to delicate and potentially controversial issues requiring close liaison with the White House, Congressional staff members and senior officials at other agencies. Based on their scope and complexity, her present duties are appropriately classified at the GS-13 level."

The justification also stated her Interior supervisors had full trust and confidence in the soundness of her judgment and recommendations and that her in-depth knowledge of the numerous and diverse issues with which she and her supervisor had to deal made her an extremely valuable staff member who could not easily be replaced.

According to Interior officials, at the request of the Director, Office of Presidential Personnel on March 13, 1987, the detailee was promoted from GS-13 to GS-14. All paper work Interior submitted to OPM on the GS-14 position stated the detailee was performing her duties directly for the Assistant Secretary.

BILLING PRACTICES

Interior officials could not provide us with any documentation to support its detailees' nonreimbursable status. However, they maintained all detailees were nonreimbursable since their support to the White House furthered Interior's programs.

Detailees to the White House Shown by Interior Records
Fiscal Years 1980 - 1985

Detailees identified by Interior	Position, grade, Office	Schedule C	Date of Sched C appt.	Dates of detail per Interior	Dates of detail per White House	White House report as detailee	Reason not reported
1	Special Assistant GS-13, TIA	Yes	11/29/81	11/29/81 - Present	2/26/81 - 8/3/81 a_/	Yes-WHO	
2	Confidential Asst. GS-11, FWS	Yes	2/3/85	2/5/85 - present		No	assigned to OPP
3	Special Assistant GS-11, TIA	Yes	8/21/83	10/1/83 - 9/30/84	8/21/83 - 11/13/84	Yes-WHO	
4	Special Assistant GS-9, WS	Yes	1/1/84	12/12/83 - 6/6/85	12/12/83 - 6/6/85	Yes-WHO	
5	Confidential Asst. GS-9, SIO	Yes	6/13/82	10/1/82 - 10/29/83		No	information not available
6	Cong. Affrs. Ofcr. GS-15, LLM	Yes	8/21/83	8/21/83 - 10/29/83		No	assigned to OPL
7	Confidential Asst. GS-9, SIO	Yes	8/7/83	12/22/82 - 8/6/83	5/2/83 - 11/15/83	Yes-WHO	
8	Confidential Asst. GS-9, SIO	Yes	11/15/81	10/1/82 - 6/4/83		No	assigned to OPP
9	Special Assistant GS-13, SIO	Yes	5/30/82	10/1/82 - 5/14/83		No	assigned to OPL
10	Special Assistant GS-14, FNP	Yes	2/26/81	10/1/82 - 9/30/83	2/26/81 - 8/3/81	Yes-WHO	
11	Special Assistant GS-9, TIA	Yes	11/14/84	11/14/84 - 11/30/85	11/14/84 - 11/29/85	Yes-WHO	

WHO = White House Office

OPP = Office of Presidential Personnel

OPL = Office of Public Liasion

TIA = Territorial and International Affairs

FWS = Fish and Wildlife Service

WS = Water and Science

SIO = Secretary's Immediate Office

LLM = Bureau of Land Management

FNP = National Park Service

a_/ According to White House records, Detailee No. 1 has been assigned to the Office of Presidential Personnel (OPP) since 1981.

Detailees to the White House Not Identified by Interior
Fiscal Years 1980 TO 1985

Employee	Sched C	Date of Sched C appt.	Dates of detail	
1	Yes	11/1/79	10/31/79 - 1/21/81	
2	No		12/2/79 - 2/2/80	
3	No		12/26/79 - 1/2/80	
4	No		1/2/80 - 1/20/81	
5	No		1/28/80 - 2/9/80	
6	No		2/4/80 - 5/4/80	
7	No		2/10/80 - 3/28/80	
8	No		2/24/80 - 6/28/80	
9	No		2/25/80 - 6/3/80	
10	No		4/20/80 - 10/18/80	
11	No		5/4/80 - 8/9/80	
12	No		5/11/80 - 10/13/80	
13	Yes	11/16/78	5/19/80 - 9/30/80	
14	No		5/27/80 - 1/20/81	
15	No		6/15/80 - 9/18/80	
16	No		7/2/80 - 10/2/80	
17	No		7/7/80 - 9/20/80	
18	No		8/24/80 - 1/10/81	
19	No		8/27/80 - 9/3/80	
20	No		9/10/80 - 12/13/80	
21	No		1/21/81 - 2/6/81	
22	No		2/9/81 - 5/16/81	
23	No		2/18/81 - 3/14/81	
24	No		2/18/81 - 3/27/81	
25	No		2/25/81 - 8/26/81	Also detailed during this period from Education.
26	No		2/26/81 - 4/15/81	
27	No		2/26/81 - 4/21/81	
28	No		3/19/81 - 5/15/81	
29	Yes	7/16/81	3/19/81 - 11/5/82	Also detailed during this period from Energy.
30	No		3/22/81 - 7/19/81	
31	No		5/17/81 - 8/22/81	
32	No		6/8/81 - 10/5/81	
33	No		9/13/81 - 1/23/82	
34	Yes	7/13/81	10/5/81 - 12/4/81	
35	No		11/9/81 - 12/11/81	
36	No		11/15/81 - 12/4/81	
37	No		12/14/81 - 1/8/82	
38	Yes	5/2/82	10/1/82 - 7/8/83	
39	Yes	6/20/82	11/3/82 - 1/22/83	
40	No		1/24/83 - 9/10/84	
41	No		5/11/84 - 7/31/85	Also detailed during this period from Labor.

Interior could not verify the White House details for these employees.

Interior Detailee to White House Not Identified by Either
the White House or the Department of the Interior

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	Yes	5/27/84	5/9/85 - 7/26/86

DETAILS OF DEPARTMENT OF JUSTICE
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Justice and/or White House records show employee details during fiscal years 1980 to 1985 as follows:

	Fiscal years						Total ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	6	12	6	10	9	12	35 ^b
Number of detailees at the White House over 30 days	6	11	6	9	9	12	35 ^b
Number of detailees over 30 days reported to Congress by the White House	6	11	1	2	3	2	17
Number of detailees at the White House over 180 days	4	1	2	6	6	7	20 ^c
Number of detailees over 180 days reported to Congress by the White House	4	1	0	1	2	2	8

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes two individuals who were also detailed from other agencies during the period.

^cIncludes one individual who was also detailed from another agency during the period.

Sixteen of the 18 detailees over 30 days the White House did not report worked in the following offices:

Presidential Personnel	14
Vice President	2

We could not determine where the remaining two detailees over 30 days worked.

Of the 12 detailees over 180 days the White House did not report, 9 worked in the Office of Presidential Personnel and 2 worked in the Office of the Vice President. We could not determine where the other detailee over 180 days worked.

DETAILING OF SCHEDULE C EMPLOYEES

Seventeen of the 35 Justice detailees were Schedule C appointees. Four of the Schedule C detailees were placed on Justice's payroll and detailed to the White House on the same day as their Schedule C appointments. One Schedule C employee was appointed 1 day after the White House detail began, and three others had been at the White House for periods ranging from 2 weeks to 2 months before receiving their Justice Schedule C appointments. In two cases, the detailees held Justice Schedule C appointments for 1-1/2 weeks and 6 months, respectively, before being detailed to the White House. Appointment dates were not available for three of the Schedule C detailees and, for four, their start of detail dates were not available.

Justice officials acknowledged to us that at the direction of the White House, they had hired Schedule C employees solely for details to the White House and promoted these same employees.

Official Personnel Folders for four of the Schedule C detailees were available at the Department of Justice at the time of our review. As discussed in the examples below, information in the folders showed the practices acknowledged by the Justice officials were, in fact, followed.

Example 1

On March 22, 1982, Justice processed a 30-day temporary appointment for an individual to be employed as a GS-12 Staff Assistant in the Antitrust Division, Office of the Assistant Attorney General. However, according to the appointment request form, the individual was to be detailed to the White House and had entered on duty at the White House the day before. Thus, the employment action was made effective March 21, 1982.

On April 19, 1982, the employee was converted to a Schedule C appointee as a GS-12 Staff Assistant.

On November 21, 1984, the White House Personnel Officer directed the Department of Justice to promote the detailee to GS-13. The White House request noted that the detailee "has assumed additional responsibilities and is doing an excellent job with the Office of Presidential Personnel."

Effective April 13, 1986, the employee was promoted to GS-14, again at the request of the White House.

Example 2

On August 9, 1985, the White House Personnel Office requested Justice to place this individual on its payroll as a GS-8, Administrative Assistant. The request form stated the individual would be on a detail to the Office of Presidential Personnel, reporting to the Justice Department detailee cited in the previous example.

On August 23, 1985, the individual was given a temporary "special needs" appointment not to exceed 30 days. On September 23, 1985, the individual was given another temporary appointment not to exceed 120 days. On October 27, 1985, the individual was converted to a Schedule C appointment. All appointments were at the GS-8 level.

Example 3

This individual was employed on July 21, 1985, under a temporary 120-day appointment as a GS-14 in the position of Attorney Advisor (General), Civil Division, Executive Director and Control, Office of Assistant Attorney General, and immediately detailed to the White House. Her Personal Qualifications Statement submitted to Justice indicated she was applying for the position of "Deputy Associate Director, Presidential Personnel." The Official Personnel Folder for the individual contained a brief job description of a Deputy Associate Director for Presidential Personnel, White House. The responsibilities were stated as follows:

1. Evaluates prospective appointees for Federal judgeships.
2. Participates in the judicial selection process by making recommendations to the Judicial Selection Committee.

3. Assists with personnel management for the Department of Justice, Department of Commerce, Office of Management and Budget, Treasury Department, Federal Communications Commission, and Securities and Exchange Commission.
4. Attends meetings.
5. Coordinates with mid-level and top management officials. Supervision is provided by the Associate Director for Presidential Personnel.

On August 15, 1985, the employee was given a Justice Schedule C appointment, also at the GS-14 level, as a "Special Assistant (Deputy Associate Director for Presidential Personnel)." On February 8, 1986, her detail at the Office of Presidential Personnel was terminated, and the next day she received a noncareer Senior Executive Service appointment as a special counsel to an Assistant Attorney General.

BILLING PRACTICES

Although 20 Justice employees were detailed to the White House for more than 180 days during fiscal years 1980 to 1985, Justice did not submit bills to the White House for reimbursement, on the basis that the employees were furthering the mission of the Department.

Detailees to the White House Shown by Justice Records
Fiscal Years 1980 1985

Detailees identified by Justice	Position, grade, office	Sched C	Date of Sched C appt.	Dates of detail per Justice	Dates of detail per White House	WH report as detailee	Reason not reported
1	Spec. Asst. to the Commissioner, ES 4 INS	No		11/11/84 - 5/15/85		No	assigned to OPP
2	Confidential Asst. GS-8 INS	Yes	9/26/83	9/83 - 2/16/85		No	assigned to OPP
3	Staff Assistant GS-7 INS	Yes	7/9/84	7/8/84 - 5/15/85	7/9/84 - 5/15/85	Yes - MHO	
4	Secretary GS-8 INS	Yes	8/30/82	8/82 - 1/19/85		No	assigned to OPP
5	Staff Assistant GS-10 INS	Yes	8/31/83	8/15/83 - 6/8/84	8/10/83 - 6/8/84	Yes - MHO	
6	Staff Assistant GS 8 INS	Yes	2/25/85	4/85 - present		No	assigned to OPP
7	Staff Assistant GS 6 INS	Yes	info not available	4/85 - 6/8/85		No	assigned to OPP
8	Pers. Mgmt. Spec. GS-13 INS	No		10/82 - 7/83		No	information not available
9	Special Assistant GS-11/2 INS	Yes	10/17/82	10/17/82 - 8/5/83		No	information not available
10	Staff Assistant GS 9 INS	Yes	11/8/81	11/8/81 - 7/30/82	3/13/81 - 8/26/81	Yes - MHO	
11	Senior Trial Attorney ES-1 Tax	No		3/85 - 10/26/85	2/28/85 - 10/26/85	Yes - MHO	
12	Reg. Dir., Audit Staf GM-15 Jus Mgmt Div.	No		3/82 - 2/83		No	a /
13	Staff Assistant GS 13 AI GS 14 LRS	Yes	4/19/82 5/1/83	4/19/82 - 4/26/83 5/83 - present		No	assigned to OPP
14	Spec Assistant GS-14 Civil	Yes	8/15/85	7/85 - 2/8/86		No	assigned to OPP
15	Criml. Invistagor GS-13/10 U.S. Mrshl. Svc.	No		6/24/84 - present		No	a /
16	Special Asst, \$61,300 Ufc of U.S. Atty, D.C.	No		2/17/85 - present		No	assigned to OPP

Detailees to the White House Shown by Justice Records
Fiscal Years 1980 -1985

Detailees identified by Justice	Position, grade, office	Sched C	Date of Sched C appt.	Dates of detail per Justice	Dates of detail per White House	WH report as detailee	Reason not reported
17	Special Asst., GS-8/2 Justice Programs	Yes	10/27/85	8/23/85 - present		No	assigned to OPP
18	Special Asst., GS-15 Bur. of Prisons	Yes	6/20/83	6/30/83 - 11/12/83		No	assigned to OPP
19	Special Asst., ES-3 Bur. of Prisons	No		FY83 - FY84		No	assigned to OPP
20	Paralegal Specialist GS-11/2, Land & Natural Resources Division	No		3/17/80 - 6/15/80	3/17/80 - 5/30/80	Yes - WHO	
21	Staff Asst, GS-15 Bur. of Prisons	Yes	info not available	1/4/82 - 2/6/82		No	assigned to OPP

WHO = White House Office.
OPP = Office of Presidential Personnel

INS = Immigration and Naturalization Service
AT = Antitrust Division
CRS = Community Relations Service

a / The White House Office of Administration identified these two employees as having been assigned to the Office of Vice President (OVP). The OVP did not report them.

Detailees to the White House Not Identified by Justice
Fiscal Years 1980 to 1985

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	No		6/4/79 - 1/20/81
2	Yes	7/2/79	1/7/80 - 1/20/81
3	No		1/14/80 - 7/17/81
4	No		2/18/80 - 1/20/81
5	No		5/25/80 - 9/30/80
6	No		6/2/80 - 11/26/80
7	No		11/17/80 - 1/20/81
8	No		2/23/81 - 5/30/81
9	No		2/23/81 - 5/16/81
10	Yes	a_ /	2/23/81 - 5/1/81
11	Yes	3/22/81	3/22/81 - 8/3/81
12	No		5/24/82 - 9/30/84

Also detailed during this period from GSA.

Justice could not verify the White House details for these employees.

a_ / Information not available.

Justice Detailees to White House Not Identified by Either
the White House or the Department of Justice

Employee	Sched C	Date of Sched C appt	Dates of detail
1	Yes	10/5/81	9/6/81 - 7/30/82
2	No		12/14/81 - 3/20/82

DETAILS OF DEPARTMENT OF LABOR
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEARS 1980-1985

Labor and/or White House records show employee details during fiscal years 1980 to 1985 as follows:

	Fiscal years						Total ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	17	16	7	9	10	9	43 ^b
Number of detailees at the White House over 30 days	16	16	7	8	10	9	42 ^c
Number of detailees over 30 days reported to Congress by the White House	16	14	2	2	5	3	28 ^c
Number of detailees at the White House over 180 days	7	0	4	3	4	7	16
Number of detailees over 180 days reported to Congress by the White House	7	0	0	0	1	3	9

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes three individuals who were also detailed from other agencies during the period.

^cIncludes two individuals who were also detailed from other agencies during the period.

Eleven of the 14 detailees over 30 days the White House did not report worked in the following offices:

Presidential Personnel	5
Public Liaison	3
Other units of the White House Office	3

A specific office could not be identified for the remaining three detailees over 30 days.

Of the seven detailees over 180 days the White House did not report, three worked in the Office of Presidential Personnel and three worked in the Office of Public Liaison. We could not determine where the remaining detailee over 180 days worked.

DETAILING OF SCHEDULE C EMPLOYEES

Twenty of the 43 Labor detailees were Schedule C appointees. Eleven of the Schedule C detailees were placed on Labor's payroll and detailed to the White House the same day of their Schedule C appointments. One Schedule C appointment date was 4 days before the White House detail, and three others had been at the White House from 2 weeks to over a year before receiving their Labor Schedule C appointments. In five cases, the employees held Labor Schedule C appointments for periods ranging from 4 months to over 3 years before being detailed to the White House.

Labor's Deputy Assistant Secretary for Administration and Budget acknowledged to us that Labor had set aside a number of Schedule C positions to be used exclusively for the hiring of detailees for the White House.

At Labor there were only 2 of the 20 Schedule C employees' Official Personnel Folders available to review. Our review of the two folders showed that Labor hired Schedule C employees at the direction of the White House. In one case, on December 10, 1984, the White House requested Labor to establish a 30-day temporary emergency appointment for a specific individual. Labor's Assistant Secretary for the Employment and Training Administration approved the requested position as Special Assistant to himself. The appointee was placed on Labor's payroll and detailed to the Office of Presidential Personnel on December 10, 1984.

On January 8, 1985, 1 day before the 30 day appointment was to expire, the detailee was appointed to a Labor Schedule C position as Special Assistant to the Assistant Secretary, Employment and Training Administration. The Assistant Secretary approved the appointment.

BILLING PRACTICES

Although 16 Labor employees were detailed for more than 180 days during fiscal years 1980 to 1985, Labor submitted no bills to the White House for reimbursement.

A Labor official from the Secretary's office told us Labor did not bill the White House because it was not aware of the 180-day reimbursement requirement. They also said they doubted Labor would have billed the White House even if it had been aware of the law.

The Labor official said Labor had no means of determining which detailees were furthering the mission of the agency at the White House.

Detailees to the White House Shown by Labor Records
Fiscal years 1980 - 1985

Detailees identified by Labor	Salary, Office a./		Schedule C	Date of Sched C appt.	Dates of detail per Labor	Dates of detail per White House	White House report as detailee	Reason not reported
1	\$61,296	OS	Yes	2/9/81	4/1/84 - 11/21/86		No	assigned to OPP
2	\$34,621	OIG	No		10/84 - 5/86	8/1/83 - 11/1/83 10/15/84 - 10/31/85	Yes - OA	
3	\$200/day	MSHA	No		12/27/84 - 4/25/85		No	b./
4	\$25,366	MSHA	No		3/29/84 - 8/10/84		No	information not available
5	\$44,430	OS	No		2/3/85 - 5/31/85		No	information not available
6	\$24,508	ILAB	No		11/4/83 - 12/2/83	10/31/83 - 12/2/83	Yes - WHO	
7	\$25,489	ILAB	No		1/9/84 - 4/6/84		No	b./
8	\$31,619	ILAB	Yes	5/27/84	5/27/84 - 12/21/85	5/11/84 - 7/31/85	Yes - WHO	
9	\$34,002	OSHA	Yes	1/30/84	1/30/84 - present	1/30/84 - 10/30/86	Yes - WHO	
10	\$29,374	OSHA	Yes	6/22/83	6/22/83 - 1/9/84	5/23/83 - 1/6/84	Yes - WHO	
11	\$20,256	OSHA	Yes	11/18/81	11/18/81 - 3/6/83		No	assigned to OPL
12	\$27,172	ETA	Yes	1/8/85	1/8/85 - present		No	assigned to OPP
13	\$31,619	ETA	Yes	6/14/81	6/14/81 - 3/15/86		No	assigned to OPL
14	\$23,566	ESA	Yes	11/17/81	12/31/81 - 1/29/82	8/17/81 - 1/31/82	Yes - WHO	
15	\$30,353	ESA	Yes	3/7/82	3/7/82 - 2/8/83		No	information not available
16	\$59,879	ESA	No		4/4/83 - 9/2/83		No	b./
17	\$69,976	ESA	No		11/16/82 - present		No	assigned to OPL

WHO = White House Office
 OS = Office of the Secretary
 OSHA = Occupational Safety and Health Administration
 OA = Office of Administration
 OIG = Office of Inspector General
 ETA = Employment and Training Administration
 OPP = Office of Presidential Personnel
 MSHA = Mine Safety and Health Administration
 ESA = Employment Standards Administration
 OPL = Office of Public Liason
 ILAB = Bureau of International Labor Affairs

a / Labor provided salaries, not grades, for these individuals.

b / Although these employees are not on the Master Listing of Detailees obtained from the White House Office of Administration, the White House subsequently identified them as being assigned to various units of the White House Office (WHO).

Detailees to the White House Not Identified by Labor
Fiscal Years 1980 to 1985

Employee	Sched C	Date of Sched C appt.	Dates of detail per White House
1	Yes	8/26/79	12/11/78 - 11/30/80
2	Yes	8/3/80	5/21/79 - 1/20/81
3	Yes	9/9/79	10/2/79 - 12/31/79
4	No		12/16/79 - 5/17/80
5	No		1/20/80 - 9/30/80
6	Yes	2/1/80	2/1/80 - 1/20/81
7	Yes	2/1/80	2/1/80 - 1/20/81
8	No		2/1/80 - 7/31/80
9	Yes	2/1/80	2/1/80 - 1/20/81
10	No		5/1/80 - 1/19/81
11	No		5/17/80 - 1/20/81
12	No		5/27/80 - 8/8/80
13	Yes	6/2/80	6/2/80 - 1/20/81
14	No		6/2/80 - 8/15/80
15	No		6/2/80 - 8/23/80
16	No		6/15/80 - 9/18/80
17	No		9/21/80 - 1/10/81
18	No		11/12/80 - 1/20/81
19	Yes	11/17/80	11/21/80 - 1/20/81
20	No		2/23/81 - 4/4/81
21	No		2/23/81 - 5/30/81
22	Yes	6/1/81	10/6/81 - 12/4/81

Also detailed during this period from Interior.

Labor could not verify the White House details for these employees.

Labor Detailees to the White House Not Identified by Either
the White House or the Department of Labor

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	No		1/26/81 - 5/30/81
2	No		3/29/82 - 6/22/82
3	Yes	11/4/82	10/25/82 - 8/12/83
4	Yes	9/10/82	7/18/83 - 8/5/83

DETAILS OF DEPARTMENT OF STATE
EMPLOYEES TO THE WHITE HOUSE

DETAILEES DURING
FISCAL YEAR 1980-1985

State and/or White House records show employee details during fiscal years 1980 to 1985 as follows:

	<u>Fiscal years</u>						<u>Total</u> ^a
	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>84</u>	<u>85</u>	
Total number of detailees	7	3	7	8	5	9	22b
Number of detailees at the White House over 30 days	6	3	6	8	5	7	19b
Number of detailees over 30 days reported to Congress by the White House	3	1	4	6	4	5	11
Number of detailees at the White House over 180 days	0	2	4	5	4	4	9b
Number of detailees over 180 days reported to Congress by the White House	0	1	2	4	4	4	6

^aThe totals represent all individuals detailed to the White House during the 6-year period. Some individuals served during more than one year but are counted only once.

^bIncludes one individual who was also detailed from another agency during the period.

Four of the eight detailees over 30 days the White House did not report worked in the Office of the Vice President, and one worked in the Office of Presidential Personnel. We could not determine where the remaining three detailees over 30 days worked. Of the three detailees over 180 days the White House did not report, two worked in the Office of the Vice President, and one worked in the Office of Presidential Personnel.

DETAILING OF
SCHEDULE C EMPLOYEES

Three of the 22 State detailees were Schedule C appointees. One of the Schedule C detailees was placed on State's payroll and detailed to the White House on the same day as the Schedule C appointment. One other was already at the White House for periods of 5 weeks to a year when the State Schedule C appointments were made. The appointment date was not available for one of the Schedule C detailees.

State Department officials stated that at the request of the White House, they provide Foreign Service Officers for White House assignments. They said State also details Schedule Cs but they are not requested by name. They said Schedule C employees detailed to the White House are very few in number, are usually clerical employees, and are detailed to the White House for a short period of time.

No Official Personnel Folders were available for our examination.

BILLING PRACTICES

As interpreted by the State Department, the Foreign Service Act authorizes that it is to be reimbursed for 100 percent of the cost of its Foreign Service Officer detailees, i.e., the 180-day reimbursement period does not apply. Records at the White House's Office of Financial Management showed that reimbursements for Foreign Service Officer detailees were made. However, two of the Schedule C detailees during the period were at the White House more than 180 days during a fiscal year, and State did not bill for them.

We also found that the State Department did not bill the White House for five State employees detailed to the Office of the Vice President on the basis that the detailees participated in task forces in the Office of the Vice President and were furthering State's mission.

Details to the White House Shown by State Records
Fiscal Years 1980 - 1985

Details identified By State	Grade	Schedule C	Date of Schad C appt.	Dates of detail per State	Dates of detail per White House	White House report as detailed	Reason not reported
1	FS-07	No		10/07/79 - 12/14/79		No	Information not available
2	FS-01	No		10/79 - 11/79		No	Information not available
3	FS-06	No		11/79 - 2/81	11/20/79 - 2/14/80	Yes - MHO	
4	FSRU-03	No		1/01 - 10/85	1/21/81 - 11/6/85	Yes - MHO	
5	FP-03	No		2/02 - 6/83	2/24/82 - 6/25/83	Yes - MHO	
6	FP-06	No		3/01 - 2/85	2/14/83 - 5/17/85	Yes - MHO	
7	FP-03	No		6/83 - 8/86	7/18/83 - 8/9/86	Yes - MHO	
8	FE-MC	No		7/85 - 8/86	7/8/85 - 8/1/86	Yes - MHO	
9	FO-03	No		7/85 - 7/86	9/9/85 - 8/8/86	Yes - MHO	
10	GS-15	Yes	9/1/83	9/02 - 9/83	9/1/82 - 8/31/83	Yes - MHO	
11	FSRU-01	No		3/81 - 4/82		No	a./
12	FP-05	No		2/83 - 2/84		No	a./
13	FP-04	No		6/85 - 12/86		No	a./
14	FP-08	No		9/85 - 3/86		No	a./
15	FE-MC	No		8/85 - 2/86		No	a./
16	Info not available	Yes	FR 1979	2/11/88 - 5/11/88		No	Information not available

MHO = White House Office
 FSS = Foreign Service Officer
 FS = Foreign Service
 FSRU = Foreign Service Reserve Unlimited
 FP = Foreign Service Staff
 FE-MC = Senior Foreign Service Officer
 FO = Foreign Service Officer
 a./ The White House Office of Administration identifies these five employees
 as having been assigned to the Office of Vice President (OVP). The
 OVP did not report them.

Detailees to the White House Not Identified by State
Fiscal Years 1980 to 1985

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	No		2/7/80 - 5/7/80
2	No		4/28/80 - 5/21/80
3	Yes	12/8/81	10/7/81 - 12/4/81
4	No		1/11/82 - 3/19/82
5	Yes	8/8/83	7/14/83 - 9/13/85

State officials could not verify the White House details for these employees.

State detailees to White House Not Identified by Either
the White House or the Department of State

Employee	Sched C	Date of Sched C appt.	Dates of detail
1	Yes	11/23/81	7/26/81 - 3/1/83

Also detailed during this period from HHS and DOD
State detail dates were 11/23/81/ to 2/5/83